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ABSTRACT

In the opinion of international and German experts, development policy in the 1990s should be focused on human beings. People in less-developed nations must take their political and economic fate into their own hands. The objective of personnel cooperation is to turn passive recipients of aid into active protagonists of their own development. Personnel cooperation is supplemented and supported by financial cooperation and technical cooperation. Its aim is the improved use of existing skills and knowledge of persons in developing countries. Foreign experts should be planners and managers who know how indigenous skilled staff can assume personal responsibility themselves. The exchange of development and specialized experience are essential characteristics of personnel cooperation. Dialogue on a partnership basis promotes development processes that, if they are to last, are more important than individual projects. Adult and continued training are becoming increasingly important for large sections of the working population. Skilled workers' programs are providing refugees with prospects of future commitments in their own countries. Skilled workers from developing countries who have been trained in Germany are urgently needed in their own countries. The Federal Ministry of Economic Cooperation and Development supports their return home and occupational integration with specific measures. The mandated promotion of women involves "women's projects" and empowerment projects. (YLB)

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Development by Personal Effort

- Personnel Cooperation in German Development Policy -

by

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Personnel Cooperation - the essence of German development policy

In the opinion of international and German experts, development policy in the 1990s should be focused on human beings in the development process. People in the Third World must take their political and economic fate into their own hands.

Consequently, the observance of human rights and the development of democracy throughout the world have top priority, according to Carl-Dieter Spranger, Federal Minister of Economic Cooperation and Development, in Bonn. The basic conditions, which allocate individual enterprise an active role in the setting-up of a social and ecological market economy, are equally important. A modern economic order can only succeed if the individual creative scope is based on social acceptance and spares natural resources as much as possible.

"Personelle Zusammenarbeit" (PZ), i.e. personnel cooperation, is to take place on the basis of promoting private initiative. Its objective is to turn passive recipients of aid into active protagonists of their own development. PZ embraces

- the training and further training of skilled and managerial staff from developing countries in their own land, in neighbouring states or in Germany,
- financial starting-up aid for the occupational integration of skilled personnel returning home from Germany, particularly for the setting-up of private businesses,
- the placement and deployment of skilled workers - from the developing countries themselves wherever possible - for development projects.

Personelle Zusammenarbeit is supplemented and supported - as a cross-section assignment aimed directly at a large number of individuals *(Subjektförderung)* - by

- *"Finanzielle Zusammenarbeit"* (FZ), i.e. Financial Cooperation, by means of which infrastructural measures (such as irrigation or transport systems), as well as educational and health-care institutions are financed, and
- *"Technische Zusammenarbeit"* (TZ), i.e. Technical Cooperation, which - primarily through advice and help - supports the setting-up of organizations (such as the battle against poverty, conservation of the environment or the promotion of women) with technical know-how and managerial experience.

Personelle Zusammenarbeit ensures that financial assistance and the transfer of knowledge reaches the right local partners. In the wake of capital-aid programmes, 2,000 skilled persons are now professionally active on the strength of German funds. Almost half come from the promoted countries themselves.

In 1992, over 4,000 local experts (1990: 3,000) were working on German account in Technical Cooperation projects. The number of advisers from the Federal Republic of Germany comes to only 1,500 (1990: 1,400). The ***Deutsche Gesellschaft für technische Zusammenarbeit*** (GTZ), i.e. the German Society for Technical Cooperation, the largest German organization in this sector, is operating nowadays mainly with local skilled staff in countries such as Peru, Nepal, Somalia or southern Sudan. In the latest (the ninth) official "Report on the Development Policy of the Federal Government" it states in general terms: "In view of the improved training of members of developing countries, the deployment of local personnel within the TZ framework will further increase in the years ahead."

Indigenous and foreign skilled personnel

The aim of *Personelle Zusammenarbeit* is the improved use of the existing skills and knowledge of persons in developing countries. The growing number of local skilled staff in development cooperation offers proof of the success of this intention.

These successes can be further enhanced. What is necessary is the improvement of working and earning opportunities for local staff. Educational projects only serve some purpose if steps are also taken to provide employment for trained persons. Only in this way can the migration of qualified labour be stopped. Often local experts cannot be paid because foreign donors do not assume the day-to-day costs of their projects. The GTZ is different: it finances initial pilot projects, which gives local employees temporary wage-subsidies (for water supplies, for instance) and thus keeps them in their jobs. As soon as the projects begin to earn their own income (on the strength of the receipts from fees), the GTZ terminates its support.

The role and importance of foreign experts is rapidly changing. "Doers.", i.e. persons who accomplish individual development projects themselves, are no longer called for today; what is needed are planners and managers who know how indigenous skilled staff can assume personal responsibility themselves. Of particular importance in this context is the fact that the limited funds for development aid can only be expended if local skilled labour is not available.

An intermediate step along the path to personal responsibility is the "integrated expert". Such a person, as a German citizen, works in the same way as local skilled persons except that he receives a substantial allowance from the German development-aid budget - in addition to the customary local wage. Late 1992, there were almost 800 GTZ "integrated experts" in 85 developing countries.

The employment and financing of indigenous skilled labour, especially in conjunction with programmes designed to support the poorer and poorest parts of the population, have made considerable progress in the case of non-governmental, i.e. church, development services. Typically, the churches and political foundations work together with local partners in "grass-roots" projects which very much depend on the direct participation of the target group. Apart from governmental cooperation, they represent an effective means of diversifying development measures in line with the varied social structure of the country's population.

Particularly encouraging, in the spirit of development cooperation on a partnership basis, are programmes which bring indigenous and foreign skilled workers together at various levels. One example is the *Programm zur sozial-politischen Beratung in Afrika*, i.e. Socio-Political Counselling Programme in Africa, in which the GTZ prepares local skilled staff at government and communal level, and in the traditional ("informal") social insurance sector, to realize and actively assume their responsibility.

All experience gained so far shows that indigenous skilled personnel are indispensable for self-supporting development. Foreign partners cannot assume their commitment. By means of dialogue and training they can do no more than support the work of indigenous personnel in a complementary and, if needs be, temporarily subsidiary manner - such as in the public health sector.

Training and further training of skilled workers

The exchange of development and specialized experience are essential characteristics of *Personelle Zusammenarbeit*. Dialogue on a partnership basis particularly promotes development processes which, if they are to last, is more important than individual projects. Accordingly, adult and continued training are becoming increasingly important for large sections of the working popula-

tion. Long-year studies, in this context, clearly fade in importance.

- Dialogue and training for professional practitioners

The main pillars of the dialogues and training measures are the *Deutsche Stiftung für Internationale Zusammenarbeit und Entwicklung (DSE)*, i.e. German Foundation for International Cooperation and Development and the *Carl-Duisberg-Gesellschaft e.V.* (CDG), i.e. Carl Duisberg Society Inc., named after a well-known industrialist.

In 1992, the DSE organized training and further training programmes, lasting up to 18 months, for over 2,000 skilled and managerial personnel, as well as short seminars and experts' discussions involving 6,000 indigenous and foreign participants. In addition, some 1,000 German skilled staff were prepared for their duties overseas.

Foreign guests, for instance, can deepen their knowledge of surveying or environmental conservation. One special focal point is the further training of public administration employees, especially if they are concerned with typical development activities. The decentralization of state decision-making powers in favour of regional administrations and local authorities can be beneficial to the development of democracy and market economy - and simultaneously enhances the demand for qualified personnel. The DSE *Zentralstelle für Öffentliche Verwaltung* (ZÖV), i.e. Central Office of Public Administration, in Berlin boasted 1,800 course participants in 1992 alone.

The CDG for international further training and personnel development further trained some 8,000 skilled and managerial personnel from developing countries in 1992. 2,000 came to Germany for either 12 or 18 months. Half of these long-term scholarship holders were Africans. The great majority of CDG guests attended short-term programmes lasting up to three months, mainly abroad.

Five years earlier, in 1987, the training image was the opposite. A third of all CDG scholarship holders were promoted long-term and in Germany. The changeover benefits participants for whom training programmes are not accessible or purposeful. Thus, almost 2,000 persons were trained for light industry in Asia. In Latin America, repatriate associations of former further training guests, who have become experts in their particular field in Germany, have become active and, of late, been developing joint ideas for self-help projects in their country. One example of this is the sinking of wells in the Bolivian Uplands.

Further training measures for persons, who have come down in their profession, represent a new field of career advancement. Here, it may concern, for example, a mechanic who passed his formal examination ten years ago but who failed to keep abreast of technical developments and now ekes out a living with an obsolete workshop in the "informal" economic sector. In association with local partner organizations in Central America, the GTZ has developed extra-mural further training programmes which bring the technician concerned up to date in his work, and are designed to make him a "Master Craftsman".

- Studies promotion

The *Deutscher Akademischer Austauschdienst*, (DAAD), i.e. German Academic Exchange Service, in Bonn, and its branch offices throughout the world, enjoy a key position in the sponsorship of foreign students. In 1992, it awarded scholarships to 1,200 junior staff from developing countries studying in Germany. The 12-month scholarships for studies in depth - after acquiring an intitial qualification in their own country - represent the core.

Special scholarships for "Continuation Studies of a Development-Related Subject" are available. Eligible persons include university graduates with several years professional experience of, say, a government department concerned with development measures in their own country. In 1992, some 400

were sponsored, 130 achieved their final qualification in the same period. Over 200 academics are in receipt of "cooperative doctorate-promotion", better known as the "Sandwich Programme": the doctoral candidate is looked after by a teacher in his own country and a German colleague - and examined by both. In this way, the ties with the candidate's native system remain intact - even in the case of research in Germany. The focal point countries of this programme are Egypt and Brazil.

By means of *Sur-place* and third-country scholarships, academic young blood in higher education institutions is supported in developing and threshold countries. For many observers, on-the-spot promotion is more effective than studies in industrial countries. In 1992, by far the most scholarships (532) went to Africa; almost 200 went to Asia and some 150 to Latin America.

A good 1,000 "government scholarship holders" were promoted by native agencies and found places at German higher education institutions by the DAAD.

- From refugee to development helper

A quarter of a million persons seeking asylum, and well over 600,000 war and civil-war refugees, have found a temporary place to stay in Germany. Skilled workers' programmes are providing them with prospects of future commitments in their own countries.

An example in recent years is the "Afghanistan Skilled Workers Programme". Over 30,000 Afghans are residing in the Federal Republic. Some of them have been here for more than 10 years. The first pilot projects was carried out by the *Internationaler Bund für Sozialarbeit* (IB), i.e. International Federation of Social Work, in Frankfurt/Main in 1990. Male Afghans were acquainted with metal

processing and electrical engineering, Afghan women with administrative duties in a simulated business enterprise. Practical work results included a windwheel for energy production and a load-carrying bicycle. Afghan advisers were assigned to the instructors to avoid intercultural misunderstandings and to take the ethnic diversity of the course members into account. Today, the first 100 Afghan skilled workers are back home helping to rebuild their war-ravaged country.

The"Horn of Africa" skilled workers programme is specially directed at 15,000 Eritreans who have sought refuge in the Federal Republic of Germany. It is intended to serve the development of small and medium-sized industry in the country which has been independent since May 1993. Returning refugees receive financial starting-up help from Germany (further details in the next chapter). Over 100 Eritreans have availed themselves of the programme so far, and have thus set an example worthy of emulation.

In 1992, 100 persons, all holders of scholarships awarded by the Otto Benecke Foundation, were trained in a commercial-technical and handicraft-agricultural training programme, specially tailored to the needs of "displaced persons" from countries in the Sub-Sahara almost 25,000 were trained in countries bordering their native region.

Starting-up help for qualified skilled workers

There are some 6.5 million aliens (8% of the total population) living in Germany; 4.2 million of these come from developing countries, including Turkey (1.9 million).

Skilled workers from developing countries, who have been trained in Germany, are urgently needed in their own countries. The Federal Ministry of Economic

Cooperation and Development supports their return home and occupational integration with specific measures. To this end, there is a "Start-Up Programme" for self-employed persons and a "Skilled Workers Programme" for employed persons.

Anyone wishing to return home to start up a business in his occupational field can apply for a start-up subsidy of up to DM 9000 and a business-security subsidy of the same amount a year later. This financial aid does not have to be paid back but must not come to more than a maximum of 30% of total investments. The responsible office for this is the *Deutsche Ausgleichsbank* (DtA) i.e. German Equalization Bank, in Bonn. It examines the applicant's project and qualification and follows the development of his enterprise. Almost 300 subsidies were awarded between mid-1989 and the end of 1993. One example is Dr. Swedor from Ghana, an economist with supplementary agricultural training. In 1990, he rented 180 hectares of farmland near Accra. Within the first year, this young entrepreneur was already employing three persons. During intensive field work, up to a further 20 persons earn their livelihood on his farm.

There are bilateral agreements for business start-ups with Turkey, Chile, Vietnam, Croatia, Slovenia and Eritrea. In addition to the subsidies, they also receive low-interest loans for their business. These loans come from a special credit fund which is financed on a fifty-fifty basis by the Federal Government and the partner country. The agreement with Turkey goes back to the year 1985 and served as a model for all subsequent agreements. Thus far, over 1,100 projects by Turks have been promoted with loans exceeding DM 250 million, thus creating or safeguarding about 12,000 jobs. One example of this is the flower nursery run by Ms Piril Dikici who studied agriculture in Germany. The total investment for six greenhouses comes to more than DM 120,000.

Repatriates with occupational experience who engage in important development work back home but who do not wish to become directly self-employ-

ed are also eligible to receive start-up assistance. The responsible agency for this is the *Zentralstelle für Arbeitsvermittlung* (ZAV), i.e Central Employment Agency, in Frankfurt/Main.

Examples:

- medical-technical equipment for a doctor,
- demonstration material or computer for an EDP teacher,
- specialized literature for an academic.

Travel expenses, salary and time-limited reintegration subsidies for a limited period may be applied for.

If a repatriate establishes a business and employs other repatriates, the latter may apply for both the reintegration subsidy for themselves and a further subsidy to equip their workplaces (up to DM 20,000).

"Promotion of Women"

"Women account for one half of mankind, perform one third of all working hours, receive one-tenth of the world's income and own less than one-hundredth of the property." This statement from a United Nations declaration has been heeded in German development policy: since 1990, the Department for Women at the Federal Ministry of Economic Cooperation and Development has had the mandate to assess and, if needs be, amend all promotion measures in respect of their significance for and impact on women. A German expert has been despatched to Colombia, for instance, to advise the Planning Ministry there and can rely upon a local colleague as his counterpart.

The promotion of women is not necessarily exclusively devoted to the implementation of "women's projects", however. Depending on the cultural

circumstances, they might even run into resistance and tend to weaken the position of women. Basically, German development policy pursues an integrated point of departure in which both sexes participate in projects. On the other hand, depending on the socio-cultural conditions, it may well be that specific agricultural matters (unlike the European tradition) are almost exclusively a female province - matters which are best discussed with women. In this respect, promotion of women is frequently nothing more than a contribution to the optimization of certain programmes.

Nonetheless, the promotion of women is also designed to support women's independence within the framework of their cultural image ("empowerment of women"). One example of this is the setting-up of a trade union for domestic employees in Argentina *(Sindicatos Empleadas Domesticas)* which is backed up by denominationally-oriented local and German non-governmental organizations. The success of this project also exerted influence on disadvantaged men: they established a trade union for agricultural day-workers *(Sindicato de Trabajadores Rurales)*.

Conclusion: Development as an intercultural learning process

"We do not want to force our imperfect model on people in the development countries" - but everywhere people's development aspirations seem to have their reason and aim in "individual self-determination". This discerning view was expressed at a special conference on German development policy more than 30 years ago (1962) and impressively confirmed by the collapse of the Communist states. Its universal validity remains more or less undisputed to this day.

Individual self-determination means democracy and market economy. But an order such as this must be adapted to the traditional ways of life in a country. After all, culture is the the strongest engine in any social and economic development.

Consequently, industrial and developing countries, as cooperative partners, are especially dependent on dialogue, the exchange of experience and reciprocal learning. This is a process which demands time and trust, personal encounter and joint training. Training, in short: personnel cooperation. This has priority in German development policy.

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